



R04-18-A-083

November 15, 2017

Environmental Protection Agency Region 4  
Ms. Barbara Alfano  
Atlanta Federal Center  
61 Forsyth Street, SW 10<sup>th</sup> Floor  
Atlanta, Georgia 30303-8960

Dear Mrs. Alfano:

The City of Murfreesboro, Tennessee, is pleased to present this request for grant funding assistance through the EPA Brownfields Assessment Program. While our community has experiencing tremendous growth over the last ten years, the area known as the Historic Bottoms continues to struggle. "The Bottoms" was home to mainly unskilled, and predominantly African American, laborers who found employment in numerous factories and industries that thrived adjacent to the railroad. The Bottoms, which was prone for flooding, came to represent, physically and socially, the bottom of urban dwelling in Murfreesboro following the Civil War. Living conditions were deplorable with no running water or electricity for decades. These historical black and working class neighborhoods were demolished and displaced in the process of an urban renewal effort in 1949, resulting in the new U.S. Route 41. The highway cut through the heart of Murfreesboro's downtown grid, creating a division between Downtown and the Historic Bottoms area. Today, the neighboring residential communities are experiencing extremely high poverty rates reaching close to 40% and unemployment rates reaching 15%, which is disjointed from the rest of the community. After decades of industrial uses and isolation from the rest of the City, we're making valiant strides towards reinvestment in this area. An objective of this proposal is to combat the impacts our community's brownfield sites have on the long-term health, environment, and welfare concerns they pose for our residents. A planning study was generated for the Historic Bottoms that outlines short and long terms goals to achieve these goals and revitalization for the community, starting with an assessment grant.

Through the grant, we hope to better understand the contaminants affecting our community, particularly the minority and sensitive populations, and to begin the redevelopment process. With successful redevelopment, we are confident that our community members will find gainful employment with better wages, the blight in neighborhoods will be reduced, and most importantly, environmental and health hazards will be eliminated at the assessment sites. This grant will provide an important resource to confront the challenges brownfields present to our community. Thank you for your time and consideration of our grant request.

- a. **Applicant Identification:** The City of Murfreesboro, a government entity, with an address of 111 West Vine Street, Murfreesboro, Tennessee 37130 requests consideration of the following Brownfield Assessment Grant proposal.

Administration Department

111 West Vine Street \* PO Box 1139 \* Murfreesboro, Tennessee 37133-1139 Phone 615 849 2629 \* Fax 615 849 2679  
TDD 615 849 2689 [www.murfreesborotn.gov](http://www.murfreesborotn.gov)

**b. Funding Request:**

- i. **Grant Type:** Assessment
- ii. **Assessment Grant Type:** Community-wide
- iii. **Federal Funds Requested:** \$300,000
- iv. **Contamination:** Both Hazardous Substances (\$200,000) and Petroleum (\$100,000)

**c. Location:** City of Murfreesboro, Rutherford County, Alabama

**d. Property Information:** NA-Community-wide Proposal

**e. Contacts:**

- i. **Project Director:** Jennifer Moody, Assistant City Manager, will serve as the Project Director for this proposal. Ms. Moody's contact information is as follows: 111 West Vine Street, Murfreesboro, Tennessee 37130, phone: 615.849.8629, email: jmoody@murfreesborotn.gov
- ii. **Chief Executive:** Mayor Shane McFarland, Mayor of Murfreesboro and his contact information is as follows: 111 West Vine Street, Murfreesboro, Tennessee 37130, phone: 615.849.2629, email: smcfarland@murfreesborotn.gov

**f. Population:**

- i. Murfreesboro, Tennessee has a total population of 117,983 according to the 2015 American Community Survey.
- ii. The City of Murfreesboro is a municipal form of government.
- iii. Rutherford County, Tennessee, according to the U.S. Census Bureau is not experiencing "persistent poverty."

**g.** Please see the attached "Other Factors" checklist.

**h.** A letter of support from Paula Middlebrooks, State of Tennessee Brownfields Redevelopment Program, Tennessee Department of Environment and Conservation (TDEC) is included as an attachment to this application.

Thank you for your consideration of this proposal.

Sincerely,



Mayor Shane McFarland

### Appendix 3 - Regional Priorities Form/Other Factors Checklist

Name of Applicant: City of Murfreesboro, Tennessee

#### Regional Priorities Other Factor

If your proposed Brownfields Assessment project will advance the regional priority(ies) identified in Section I.F., please indicate the regional priority(ies) and the page number(s) for where the information can be found within your 15-page narrative. Only address the priority(ies) for the region in which your project is located. EPA will verify these disclosures prior to selection and may consider this information during the selection process. If this information is not clearly discussed in your narrative proposal, it will not be considered during the selection process.

Regional Priority Title(s):

Assistance to Communities That Have Limited In-House Capacity to Manage Brownfield Projects

Page Number(s): 5 - Economic Conditions - limited capacity to fund brownfield projects without grant assistance

#### Assessment Other Factors Checklist

Please identify (with an **x**) which, if any, of the below items apply to your community or your project as described in your proposal. To be considered for an Other Factor, you must include the page number where each applicable factor is discussed in your proposal. EPA will verify these disclosures prior to selection and may consider this information during the selection process. If this information is not clearly discussed in your narrative proposal or in any other attachments, it will not be considered during the selection process.

Other Factor	Page #
<i>None of the Other Factors are applicable.</i>	
Community population is 10,000 or less.	
The jurisdiction is located within, or includes, a county experiencing “persistent poverty” where 20% or more of its population has lived in poverty over the past 30 years, as measured by the 1990 and 2000 decennial censuses and the most recent Small Area Income and Poverty Estimates.	
Applicant is, or will assist, a federally recognized Indian tribe or United States territory.	
Target brownfield sites are impacted by mine-scarred land.	
Project is primarily focusing on Phase II assessments.	
Applicant demonstrates firm leveraging commitments for facilitating brownfield project completion, by identifying in the proposal the amounts and contributors of resources and including documentation that ties directly to the project.	9 - 10
Applicant is a recipient of an EPA Brownfields Area-Wide Planning grant.	



**TENNESSEE DEPARTMENT OF ENVIRONMENT & CONSERVATION**

DIVISION OF REMEDIATION  
WILLIAM R. SNODGRASS TENNESSEE TOWER  
312 ROSA L. PARKS AVENUE, 14<sup>TH</sup> FLOOR  
NASHVILLE, TENNESSEE 37243

October 31, 2017

Mayor Shane McFarland  
City of Murfreesboro  
111 West Vine Street  
Murfreesboro, TN 37130

Re: State Letter of Acknowledgement for the City of Murfreesboro  
Brownfields Grant Application

Dear Mayor McFarland,

The Tennessee Department of Environment and Conservation (TDEC) is pleased to acknowledge your efforts to apply for a \$300,000 US Environmental Protection Agency (EPA) Brownfields Community Wide Assessment Grant.

Since many brownfields are abandoned, underutilized, and/or contaminated, TDEC is expressly interested in seeing cities in our state take the initiative to return these sites to productive uses. These efforts are consistent with our mission to enhance the quality of life for citizens of Tennessee and to be stewards of our natural environment. In cooperation with Region 4 EPA, the TDEC brownfields staff will provide technical support and oversight for your grant.

We greatly appreciate your efforts to address brownfields in your city!

Sincerely,

A handwritten signature in blue ink that reads "Paula Middlebrooks".

Paula Middlebrooks  
State of Tennessee Brownfields Redevelopment Program  
Tennessee Department of Environment and Conservation

## **V.A. NARRATIVE PROPOSAL/RANKING CRITERIA**

### **1. Community Need (45 points)**

#### **a. Target Area and Brownfields (15 points)**

##### **i. Community and Target Area Descriptions (5 points)**

Murfreesboro, Tennessee, is the county seat of Rutherford County and home to 117,983 people (2015 Census). We are located in the central part of the state 34 miles southeast of the state capital, Nashville. We are adorned with a traditional downtown that has withstood the challenges of time and pride ourselves in offering an array of educational and cultural opportunities for our residents. Home to Middle Tennessee State University (MTSU), Murfreesboro was recorded as the fastest growing City in the United States (US Census and Univ. of TN) with a population increase of 10,000 in the last five years and almost 50,000 since 2000. Established in 1817, the City was primarily an agricultural community until World War II. Like many communities the City shifted to an industrial and manufacturing based economy during and after the war, which is still prevalent today. While we are growing at a rapid rate, there is an approximately 55-acre area within the City that has suffered from a loss in industry and investment, resulting in numerous sitting brownfield properties and a stagnate economic base, thus being left behind as the rest of our city moves forward. This southwestern portion of our City was home to mainly unskilled, and predominantly African American, laborers who found employment in numerous factories and industries that thrived adjacent to the railroad. This area became known simply as “The Bottoms” because of its low-lying terrain that was consistently flooded by rising water from Lytle Creek, which runs northwest to the southwest through the area. The Bottoms was one of three historically African-American communities that formed in the years following the Civil War. The Bottoms, both physically and socially, came to represent the bottom of black society in Murfreesboro. Living conditions were difficult and unsanitary as there was no running water or plumbing and little to no electricity. These conditions continued until the early 1950s when the area was mainly destroyed in the name of urban renewal.

The historically black and working-class neighborhoods were demolished and displaced in the process of this urban renewal effort, with many relocated to public housing facilities. During the shift from an agricultural to industrial economy, the Bottoms transitioned from residential to an industrial neighborhood, with the construction of US Route 41. US Route 41 replaced a part of the Dixie Highway, which was a major national travel route that connected Miami north to the Canadian border. This diagonal swath of the new US Route 41, commonly known as Broad Street, cut through the heart of Murfreesboro’s downtown grid, creating a division between the Historic Bottoms area and the rest of Murfreesboro. Today the Historic Bottoms remains as a commercial and industrial section of the City locked to the north by Broad Street and bordered to the south by a primarily low-income population. This adjacent neighborhood has an **almost 40% minority population with nearly 50% of all households with incomes levels below \$15,000 (2011-2015 Census ACS)**. The Historic Bottoms area has also become the location where many of the City’s homeless populations have migrated to. The racial and socioeconomic division between the downtown and the Historic Bottoms is also still very much prevalent today.

In an effort to improve both the living conditions for nearby residents, access to jobs and overall quality of life we prepared a planning study for the Historic Bottoms, which was completed in March of 2017. This study outlines our goals for the former industrial area, which will result in economic growth, improved land use patterns, preservation of the area’s history and culture, and will address transportation, utility, and environmental infrastructure needs. The primary goals resulting from the 2017 study are meant to improve opportunities for our homelessness population (i.e. community services, employment, etc.), uncovering (“daylighting”) a creek that was previously culverted in the 1950’s, creating non-motorized greenway trails and encouraging mixed-use developments. As a result of this planning study, it was determined that environmental assessments are needed on many of our brownfields to move development forward as a lack of defined environmental contamination on the neighborhood’s brownfield properties is actively deterring both public and private investment. As such, the Historic Bottoms is the focus area of our assessment grant, which is primarily encompassed within a single census tract, characterized by a low-income and high minority population.

**ii. Demographic Information and Indicators of Need (5 points)**

Provided below are available pertinent demographic information highlighting the City and Historic Bottom's target area. The target area of this assessment is primarily encompassed within a single census tract. Information that is available through the EPA Environmental Justice Mapper (which utilizes 2011-2015 ACS Census Data) is provided below to highlight refined demographics for the target area and is representative of a half-mile radius from the center of the Historic Bottoms. It is evident that the target area is disproportionately impacted by the brownfield properties that are located in and surrounding it, with unemployment rates doubled compared to those in the city and poverty rates reaching almost 50%. Further explanation and description of these indicators are provided in section 1.c.ii. and throughout the application.

<i>CT=Census Tract BG=Block Group</i>	The Historic Bottoms (0.5 mi Radius from center of Bottoms)	CT 418 BG 2	Murfreesboro	Rutherford County	State of Tennessee	National
Population	1,324 <sup>1</sup>	1,788 <sup>1</sup>	117,983 <sup>1</sup>	262,604 <sup>1</sup>	6,499,615 <sup>1</sup>	316,127,513 <sup>1</sup>
Unemployment	<b>15.2%</b> <sup>1</sup>	<b>13.8%</b> <sup>1</sup>	7.4% <sup>1</sup>	6.8% <sup>1</sup>	8.4% <sup>1</sup>	8.3% <sup>1</sup>
Poverty Rate	Not Available	<b>49%</b> <sup>1</sup>	16.2% <sup>1</sup>	12.4% <sup>1</sup>	17.6% <sup>1</sup>	15.5% <sup>1</sup>
Percent Minority	<b>38%</b> <sup>1</sup>	<b>38%</b> <sup>1</sup>	25.7% <sup>1</sup>	20.3% <sup>1</sup>	25.2% <sup>1</sup>	37.8% <sup>1</sup>
Median Household Income	Not Available	<b>\$12,270</b> <sup>1</sup>	\$51,094 <sup>1</sup>	\$56,219 <sup>1</sup>	\$45,219 <sup>1</sup>	\$53,889 <sup>1</sup>
Per Capita Income	<b>\$15,047</b> <sup>1</sup>	<b>\$7,489</b> <sup>1</sup>	\$26,499 <sup>1</sup>	\$25,663 <sup>1</sup>	\$25,227 <sup>1</sup>	\$28,930 <sup>1</sup>
Female Lead Households below poverty level	Not Available	<b>65.1%</b> <sup>2</sup>	8.18% <sup>1</sup>	14.0% <sup>1</sup>	14.7% <sup>1</sup>	5.3% <sup>1</sup>
Children below poverty level	Not Available	<b>59.2%</b> <sup>2</sup>	13.4% <sup>2</sup>	30.4% <sup>1</sup>	26.2% <sup>2</sup>	21.4% <sup>1</sup>

<sup>1</sup>Data are from the 2011-2015 American Community Survey and are available at <http://factfinder.census.gov>

<sup>2</sup> Data are from "City Data 2000-2013" and are available at <http://www.city-data.com/>

**iii. Brownfields and Their Impacts (5 points)**

The presence of brownfields impacts our ability to attract new quality businesses to the Historic Bottoms, exacerbating the numerous vacant properties and adding to the high unemployment, high number of working poor, and high poverty rates seen in our target area. Sites were identified based on feedback from the City Council and community input received during the 2017 Historic Bottoms Planning Study. Overall twenty-one (21) brownfields have been identified and are targeted for assessment within the Historic Bottoms alone. Sites have been prioritized based on their near-term redevelopment potential and the anticipated improvements they can bring to the environment and community health. Of these sites, the priority brownfield properties are outlined below.

**Hickerson Road Corridor** – Hickerson Road is a quarter mile road that follows the Town Creek, which currently flows through underground concrete culverts and discharges into Lytle Creek. Town Creek was previously culverted in the 1950's during the "urban renewal" efforts and has remained underground since. A priority of the Planning Study is to daylight Town Creek to restore it to its natural state while at the same time providing improved greenway trails in the Bottoms. This area along Hickerson was previously utilized for intensive industrial purposes, which included three former sawmills (all with former underground storage tanks (USTs) used for fueling purposes), three former lumber companies, two textile mills, a pencil manufacturer (including fuel waste associated with manufacturing equipment), a bulk oil terminal with four former above ground storage tanks (ASTs), and a former machine shop. Environmental



assessments will need to take place prior to the daylighting of Town Creek, to determine if cleanup is required. While this area currently serves as a connector for the City's greenway trail system, it lacks any natural elements or greenspace and is instead lined by the former industrial properties. Of these target sites, there are two properties that have been identified for near term redevelopment and would work in conjunction with daylighting of the creek. This includes 323 Hickerson Drive, which has housed an auto repair and body shop for many years. The owner is currently trying to sell the property, which is hindered by its unknown environmental conditions. Additionally, 205 Broad Street backs up to Hickerson Drive and is a former gas station that has since been converted into antiquated office space. The potential exists for subsurface contamination to be present from the former gasoline USTs and/or associated product lines and dispensers, and for orphan USTs to be present on the property and/or for a release to have occurred from the systems. Based on the overall current and prior uses in this corridor, contaminants of concern include benzene, toluene, ethylbenzene and xylene (BTEX), polycyclic aromatic hydrocarbons (PAH's), volatile organic compounds (VOCs), Semi-volatile Organic Compounds (SVOCs), chlorinated solvents, metals, cyanide, and polychlorinated biphenyls (PCBs). While these properties are not within walking distance to residences, they're frequented by residents utilizing the greenway trails. This area also connects three parks within the Historic Bottoms and anyone wishing to walk between the parks cannot easily avoid also walking through the Hickerson Corridor.

**Salvation Army Property** – Located just west of the Historic Bottoms is a Salvation Army that includes approximately 2 acres of undeveloped land, which has been targeted as a location to create a future homeless services campus. The property has historically been utilized for firefighter training for units throughout the region, which has involved burning of various materials including tires. It is likely that surficial impact that may have resulted from burning exists on this property and will require remediation prior to redevelopment. This also poses a risk for those that may venture onto an otherwise seemingly safe in appearance property, located directly next to the Salvation Army who frequently serves the area's homeless population. Significant amounts of liquids and solids containing dangerous chemicals can be generated by melting tires, including but not limited to natural and synthetic rubber polymers, oil fillers, sulfur and sulfur compounds, phenolic resin, clay, aromatic, naphthenic and paraffinic oil, fabric, petroleum waxes, pigments such as zinc oxide and titanium dioxide. These products can pollute soil, surface water leading to contaminated runoff. This property is also directly adjoined by residents to the south.

**b. Welfare, Environmental, and Public Health Impacts (15 points)**

**i. Welfare Impacts (5 points)**

The largest welfare concern in our City and specifically in the Historic Bottoms is the large homeless population. "'it's all so important. lines & lights & trains & bridges.'" These words were written in black permanent marker under a Murfreesboro bridge. At first glance these simple words may not mean much, but they actually speak volumes about the City's chronically homeless population and how they survive. Hundreds of men, women and families are homeless in Rutherford County; dozens of them are chronically homeless and rest their heads at night on makeshift cardboard beds and in tents."<sup>1</sup> A few of the primary reasons homelessness has grown to what it is today are the migration of poverty growth from urban areas to suburban areas, the promise, or perceived promise, of jobs due to our otherwise prosperous economic environment, the lack of affordable housing in the area and the lack of resources to deal with the immense population growth we have experienced. Our homeless population are the most in need of mental services, health care, jobs, and at minimum access to organizations like the Salvation Army to combat it. With all these barriers, they have the largest uphill battle finding gainful employment and are the ones exposed to the conditions of the target area (i.e. contamination exposure, crime, lack of access to needed facilities, etc.) As the population has grown, development has been focused on market rate residential projects and a lack of affordable housing has become a major concern not just for the homeless but for our entire population, particularly for those living in our target area census tract where almost 50% of the population is living in poverty. The Center for

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<sup>1</sup> [https://www.murfreesboropost.com/news/tallying-chronic-homelessness/article\\_bee05726-d69b-5743-9f1c-e518ef407cbc.html](https://www.murfreesboropost.com/news/tallying-chronic-homelessness/article_bee05726-d69b-5743-9f1c-e518ef407cbc.html)

Disease Control (CDC) notes that it is the populations living below the poverty line that are significantly more likely to be represented in the uninsured population. In Murfreesboro, it is estimated that 12% of the population is uninsured, which doesn't take into account the homeless population.

These residents located directly south of the Historic Bottoms are isolated from the rest of downtown by the four-lane highway that is Broad Street. Broad Street cuts our residents off from basic services including the availability of downtown walkability, access to the City service buildings and access to public transportation. Furthermore, as the former industrial uses all eventually vacated, the remaining structures have been left blighted and underutilized. This deters the use of the Historic Bottoms as a destination area for residents who would like to visit the neighborhood's attractions such as Canonsburg Village, an active museum that provides a historic representation of early Tennessee life, and Discovery Center Children's Museum. Each of these items can be addressed through the implementation of the planning that has been conducted for the Bottoms, which the assessment grant will work to support.

**ii. Cumulative Environmental Issues (5 points)**

The City lies within the Lytle Creek Watershed, which has several tributaries including both Lytle Creek and Town Creek, which are found in the Historic Bottoms. The watershed lies upon karst topography, a landscape in which the bedrock is dissolved by water and is characterized by caves, sinkholes, and disappearing/reappearing rivers. This presents challenges when managing water pollution and runoff, including simply not knowing where the water goes. Very little of the region's subsurface is mapped or understood, and subsurface drainage varies considerably from surface drainage. Conduits within karst do not filter contaminants, which are rapidly transported to often unknown locations. For example, groundwater contaminant plumes from leaking USTs do not behave in the way they are expected to. Both Lytle Creek and Town Creek have been recorded as impaired by the EPA, which means that the daily pollution input to the water body exceeds a defined threshold of safety (US Geological Survey National Hydrography Dataset). The long term industrial history of the Historic Bottoms and likely contamination that exists to both soil and groundwater may be contributing to the impaired status of these creeks. There are also currently 31 hazardous waste sites and 11 water discharger sites in the Historic Bottoms and surrounding neighborhood alone according to the EPA My Environment Mapper. Additionally, there are 282 gasoline UST sites within City limits with 127 suspected to have had a release and another 122 with confirmed releases, which are in no doubt contributing to the known groundwater pollution. Both the historical and current industry is having a cumulative environmental impact to our watershed.

Our substantial growth has also increased the traffic levels, particularly along Broad Street reaching nearly 30,000 on a daily basis. Rutherford County has air pollution particulate matter rates that are 35% higher than the national average ([countyhealthrankings.org](http://countyhealthrankings.org)). Additionally, the increase in daily traffic contributes to increased levels of petroleum-based run-off from the impervious road surfaces entering the watershed and also increases daily exposure to air particulate matter for the homeless and residents located directly southwest of Broad Street.

**iii. Cumulative Public Health Impacts (5 points)**

Asthma is a common chronic illness for children in the United States (US). In the last decade alone, the proportion of individuals with asthma in the US has grown by almost 15 percent, as documented by a study published by the Tennessee Department of Health in 2014. Rutherford County has a 12% rate of childhood asthma, higher than the state's average. According to the study minority children had an average rate of 2,242 hospital visits for asthma while white populations only had an annual rate of 426. Additionally, it's likely that the actual hospitalization data does not include those that are unreported due to lack of insurance or in the instances where hospitalization was needed and services simply weren't accessible and the instances not reported. As shown in the demographic table almost 60% of children in the affected target area are living in poverty, with an almost 40% minority population. Meaning, this sensitive population are more likely to be exposed to and experience the respiratory ailments associated with the cumulative environmental issues, which are likely contributing to the increased asthma rates for children in the Historic Bottoms of which are the least likely in the City to have access to necessary medical



health services. The Annual March of Dimes report graded Tennessee a “D” for preterm birth rates and ranked as exhibiting the highest disparity across race and ethnicity. Moreover, the children as sensitive populations are more prone to the health effects as shown in Tennessee, where higher instances of infant and child mortality occur compared nationally (County Health Rankings). Lastly, according to State Cancer Profiles, Rutherford County has a lung and bronchus cancer rate almost 10% higher than the national rate (National Cancer Institute). Many of the lasting effects of air, water, and land pollution from brownfield properties can cause health concerns for those living nearby, including lung cancer. Direct exposure to and inhalation of contaminants such as VOCs, PAHs, and heavy metals from the identified brownfield sites, increase the likelihood of respiratory ailments. The population of the target area located just south to the Historic Bottoms, are put at a higher risk of exposure to these contaminants that are contributing to and/or exacerbating conditions of asthma and other respiratory ailments, cancer, and complications in reproductive health and fetal development. Other sources of funding are simply not available at this time for the assessment of brownfields under our budget.

**c. Financial Need (15 points)**

**i. Economic Conditions (5 points)**

With a population increase of 10,000 in the last five years and almost 50,000 since 2000, keeping up with the population growth has been exceedingly hard for Murfreesboro. Additionally, despite this growth, actual revenue generated from real property taxes and local sales remains lower on an annual basis than what is continually projected. With no state income tax in Tennessee, we must rely on these property and sales taxes as a primary revenue stream. We must utilize all of our budget to keep up with the need for improved infrastructure, such as the stormwater infrastructure in the Historic Bottoms. Furthermore, population and household growth are actually slowing in both the city and county. While this shift in growth is healthy, slower household growth has translated into a static labor force growth, creating a cyclical effect of slowing the economic advancement.

We are also experiencing many functionally obsolete buildings in our downtown, which has halted office growth. While the growth has been difficult for the City to keep up with from an infrastructure standpoint, continued economic and household growth is needed to help increase tax revenues. Additionally, within the Historic Bottoms, the underutilized and likely contaminated brownfield properties are currently hindering growth of the target area. Without the ability to defray upfront assessment costs and entice new development or private investment on brownfields, the tax base of the target community is stifled. With such a strong need to maintain and facilitate improved infrastructure and basic city services in a manner that would support redevelopment of our brownfield sites, we are forced to dedicate operating budgets toward this upkeep.

**ii. Economic Effects of Brownfields (10 points)**

Evidenced in the demographics table, the positive benefits that has been seen by the recent growth is not experienced by all residents. With the south adjoining residential area to the Historic Bottoms experiencing unemployment rates double the rest of the City (reaching 15.2%) and median household incomes below \$12,000, this area is disproportionately affected by the slowed economy directly in the target area as a result of brownfields. Furthermore poverty rates within the target area account for almost half of the population, while the City as a whole has a poverty rate just slightly above 16%. These rates become even more alarming for children in the target area with almost 60% living in poverty and over 65% of the female lead households living in poverty. Successful repurposing of the many brownfield properties within the Historic Bottoms will ensure a direct positive effect is felt by this community.

Enforcement of vacant and blighted properties increase strain on local municipal staff. Over the past six months alone there have been 84 crime incidents reported in the Historic Bottoms, ranging from robbery to assault. Many of these taking place in and around the brownfield properties. Underutilization and vacancy often draws this type of activity and furthermore costs our police department as they respond to each incident. This also translated into depressed property values; on average properties of similar characterization and uses north of Broad Street tend to have values that are \$50,000 to \$75,000 more than their equivalent in the Historic Bottoms. For example the property at 205 Broad Street has a total appraisal value of \$176,800 while it's similar

counterpart north of Broad has a value of \$215,000 (Rutherford County Property Data). Each of the 21 identified brownfield properties within the Bottoms has a similar story and is creating a ripple effect throughout the neighborhood.

**2. Project Description and Feasibility of Success (55 points)**

**a. Project Description, Redev. Strategy, Timing and Implementation (30 points)**

**i. Project Description and Alignment with Revitalization Plans (12 points)**

We have been extremely proactive in the planning of this project. As previously stated we developed and are currently implementing the Historic Bottoms Planning Study, which was completed in March of 2017. This study was community driven, which means all of the goals outlined in the study and thus brought forward as the goals of the assessment grant, were determined by those most affected by the Historic Bottom's legacy industrial use. Some of these goals include (1) expanding downtown across Broad Street, (2) daylighting of Town Creek and re-introducing it into development, (3) creating a mixture of uses and increased density and (4) collaborating with the Homeless Alliance of Rutherford County (HARC) to work through the strengths and weaknesses of our homeless services. On a long term basis we plan to work with local developers and utilize other grant opportunities to develop a pedestrian bridge across Broad Street as well as a transit center in the Historic Bottoms that would work to mend the divide between the Historic Bottoms and downtown. It not only will connect our residents in Historic Bottoms with community resources in the downtown but also provide access to Historic Bottoms from the downtown.

The focus of this project will first be on the Hickerson Corridor as this area plays an important role in the daylighting of Town Creek, both of which run parallel to each other. A land use plan was developed that allows for incorporation of the existing buildings as well as redevelopment of new mixed-use, zero lot line buildings along the corridor, which would work in conjunction with new greenways. Through focusing assessment efforts on this corridor it will directly meet the first three goals of expanding the downtown into the Historic Bottoms through attracting new development and pedestrian traffic, the daylighting of Town Creek and will promote a mixture of uses based on the land use plans that have already been laid out.

The second area of focus will be the Neighboring Salvation Army property and any additional future sites that are determined viable for the future homeless services campus. This campus will bring together the resources our community provides for those that are less fortunate, all collected in one place. This issue was identified by the community as one of their top priorities in addressing redevelopment of the Historic Bottoms. The assessment grant will be the first step in assisting to determine if our target properties for a campus are viable.

The revitalization plans and the re-use strategies (outlined below) will support sustainable and equitable development Livability Principles by (1) mitigating environmental conditions through future reuse of contaminated properties, (2) contributing to greener and healthier homes, buildings, and neighborhoods through improving and creating new greenway trails, (3) improving employment opportunities through new development and (4) improving the quality of life for residents and the homeless who have historically lived in or near the Bottoms by providing an ease of access to services, improving recreational opportunities and expanding access. Additionally, it is the goal of the Planning Study and the City of Murfreesboro to maintain the affordable and workforce housing that exists directly south of the Historic Bottoms. New development will be encouraged to incorporate mixed-income residential units into their projects. Due to the growth of the region and nearby MTSU, affordable housing is becoming more difficult to maintain. We will work to ensure that current residents are not displaced due to the new investment in the Historic Bottoms. This will further the equitable development principals of ensuring creation or integration of affordable housing.

**ii. Redevelopment Strategy (5 points)**

As part of the Historic Bottoms Planning Study, a comprehensive land use plan was outlined that will directly impact the redevelopment strategy for properties assessed under this grant. The Hickerson Road Corridor is part of what is being considered a mixed-use node. The assessments within this focus area will meet two objectives, (1) determine the environmental conditions of the land where Town Creek will be daylighted and (2) assist in determining environmental conditions

of former industrial properties that are ripe for redevelopment. The Planning Study identified a need for approximately 200,000 square feet of office space, 625 new mixed-income rental housing and 310,000 square feet of retail and entertainment uses in the Historic Bottoms. These uses will promote the opportunity for development of a higher density, blending a mixture of uses together in multi-level buildings. We have already begun efforts to daylight Town Creek at the southeastern side of Hickerson. This work will be funded through the City's Stormwater Utility Fee as it is needed to address failing stormwater infrastructure. Daylighting of the creek along Hickerson will allow for the restoration of the creek to its natural habitat while creating new greenway trails for residents. The trails will connect the two existing attractions in the Historic Bottoms, Cannonsburg Village, and the Discovery Center Children's Museum. Existing electrical, water and sanitary sewer infrastructure can be utilized to support new development.

The Neighboring Salvation Army Property, as previously stated, is one of the targeted sites to support the new homeless services campus. Murfreesboro has numerous organizations that assist the homeless including shelter placement, day centers that provide access for mail, food banks, job placement and other various services. It has been recognized by many of these organizations that locating near the Historic Bottoms will help ensure that as new development occurs, there will be services nearby to help the homeless population cope with these changes. The second concern that has been voiced during public input is the concern for creating a safe environment for those who use the greenway and public park spaces in the Historic Bottoms area. HARC was created as a collaborative of the various organizations to help examine these issues from a citywide perspective to look for solutions that benefit the entire community. The proposed homeless services campus was the result. This target site identified for the campus allows for access to the City's public transit system as well as the infrastructure that can support growth.

**iii. Timing and Implementation (13 points)**

(a) We will begin the contractor procurement process immediately following work plan and cooperative agreement approval with the EPA. The desired consultant will be experienced in Brownfield programs including the following services: assisting with Community Brownfield Inventories and Outreach, Phase I and Phase II Environmental Site Assessments (ESAs), Analysis of Brownfield Cleanup Alternatives (ABCAs), and working with state regulators regarding solid waste and brownfield assessment redevelopment planning and remediation. Additionally, the consultant will be expected to prepare the Generic Quality Assurance Project Plan (GQAPP) within the first 60 days of the grant so that proposed assessments and activities are not delayed. We will secure these services in accordance with the EPA's selection protocol and our purchasing policies. It will be required that a Request for Proposal be published for response by qualified firms. Firms will be allotted guidelines with a deadline for submissions, all submissions will be available as public record. Following receipt of proposals we will review each application with our City Council to select the most qualified candidate. The candidate will be determined and voted on at a public board meeting where public comment takes place.

(b) To ensure the grant is able to begin immediately following contractor procurement, an initial inventory has already been created. Priority sites were identified as discussed in the application through the Historic Bottoms Planning Study and associated community input. The complete inventory will be entered into a GIS database, which will be updated as assessments take place. This established inventory created by local citizens, has identified 21 potential brownfield sites within the Historic Bottoms. Additional sites beyond the identified priority sites, will be selected and prioritized based on each project's potential for sustainable, facilitative redevelopment, improvements on negative health and environmental impacts and the input from community and developers. Although an initial inventory has already been completed, there will be additional follow up to ensure that sites not yet identified can be assessed if they meet the criteria, particularly for catalyzing near-term development.

(c) Site access along Town Creek is already established as business and property owners were directly involved in the planning study. Access agreements between owners and our consultant will be completed with site-specific access terms. If site access at a particular brownfield is problematic, there are a sufficient number of sites for assessment that it will not significantly impact the project. We are confident that the relationships we have with our community and

property owners will assist in the success of obtaining site access and ensure funding is expended within three years. These community relationships remain strong following the Historic Bottoms Planning Study and we are eager to maintain this momentum.

**b. Task Descriptions and Budget Table (20 points)**

**i. Task Descriptions (15 points)**

**Task 1 - Brownfield Inventory and Community Outreach:** An initial inventory has already been completed but additional community involvement will be used to obtain input on projects, additional inventory sites and assist with additional site prioritization. The project manager and contracted consultants will conduct community outreach and education to inform and solicit input from stakeholders of the findings, and to work with private investment entities (i.e., developers, realtors, banks, etc.) in order to achieve a redevelopment plan based on integrated community goals. A total of \$4,000 hazardous substances contractual services is budgeted for the consulting team to prepare community educational materials and attend community involvement meetings. A total of \$3,000 hazardous substances is included for supplies such as copying, publishing, and mailing. An total of \$4,000 hazardous substances is budgeted for key staff members to attend the EPA Regional Kick Off Meeting, as well as an EPA Brownfield conference (e.g. such as the National Brownfield Conference) in order to improve the quality of the program. This includes registration fees, a daily per-diem, lodging and flights for two people estimated over 6 total nights. Outputs of this task will include the updated brownfield inventory, number of community outreach meetings, and attendance at the brownfield workshop and EPA conference.

**Task 2 - Phase I ESAs:** This task includes conducting approximately 14 Phase I ESAs (10 Hazardous Substances/4 Petroleum) at an approximate cost of \$3,000 for each. Information from the Phase I ESAs will be included in the EPA Assessment, Cleanup & Redevelopment Exchange System (ACRES). This task budget includes contractor work for consulting and reporting costs, printing expenses, and assistance with ACRES database reporting. Outputs include 14 Phase I ESAs, and building the ACRES database.

**Task 3 - Phase II ESAs:** This task includes conducting approximately 8 Phase II ESAs (5 Hazardous Substances/3 Petroleum) at an average cost of \$30,000 for each site depending on the findings of the Phase I ESAs. The Phase II ESAs are subject to meeting site specific eligibility and approval from the EPA and/or the Tennessee Department of Environment and Conservation (TDEC) Brownfield Program. Information from the Phase II ESAs will be included in the EPA ACRES database. This task budget includes contractor work for consulting costs, lab charges, work plan and reporting costs, site specific QAPP's, and assistance with ACRES database management. Outputs includes 8 site specific QAPPs, 8 Phase II ESAs, types and concentration of contamination and risk posed, and building the ACRES database.

**Task 4 - Cleanup & Redevelopment Planning:** This task will involve the development of a plan to cleanup and redevelop sites and to develop implementation strategies and resources. This task will be conducted by the technical consultants with assistance from the Brownfield Task Force members regarding anticipated end use for sites. The information obtained from community outreach and the Phase I and II ESAs will be used to evaluate the potential level of effort necessary to cleanup selected sites. Technical consultants will be hired to complete Analysis of Brownfield Cleanup Alternatives (ABCAs) at a cost of approximately \$4,000 per site, with an estimated 5 sites (4 Hazardous Substances/1 Petroleum). An additional \$3,000 for both hazardous substance is budgeted for supplies such as mapping, copying, publishing, mailing, etc. Outputs include cleanup and redevelopment plans, 5 ABCAs and brownfield economic development planning.

All task costs were determined appropriate through input from technical consultants.

**ii. Budget Table (5 points)**

Anticipated budgets and their associated task categories are identified in the following tables:

Budget Categories	Hazardous Substance Sites Budget - Project Tasks				
	Brownfields Inventory & Outreach	Phase I ESAs	Phase II ESAs	Cleanup & Redevelopment Planning	Total

<b>Personnel</b>	In-Kind	-	-	In-Kind	<b>\$0</b>
<b>Fringe Benefits</b>		-	-	-	<b>\$0</b>
<b>Travel</b>	\$4,000	-	-	-	<b>\$4,000</b>
<b>Equipment</b>	-	-	-	-	<b>\$0</b>
<b>Supplies</b>	\$3,000	-	-	\$3,000	<b>\$6,000</b>
<b>Contractual</b>	\$4,000	\$30,000	\$140,000	\$16,000	<b>\$190,000</b>
<b>Other</b>		-	-	-	<b>\$0</b>
<b>Total</b>	<b>\$11,000</b>	<b>\$30,000</b>	<b>\$140,000</b>	<b>\$19,000</b>	<b>\$200,000</b>
<b>Budget Categories</b>	<b>Petroleum Sites Budget - Project Tasks</b>				
	<b>Brownfields Inventory &amp; Outreach</b>	<b>Phase I ESAs</b>	<b>Phase II ESAs</b>	<b>Cleanup &amp; Redevelopment Planning</b>	<b>Total</b>
<b>Personnel</b>	In-Kind	-	-	In-Kind	<b>\$0</b>
<b>Fringe Benefits</b>	-	-	-	-	<b>\$0</b>
<b>Travel</b>		-	-	-	<b>\$0</b>
<b>Equipment</b>	-	-	-	-	<b>\$0</b>
<b>Supplies</b>	-	-	-	-	<b>\$0</b>
<b>Contractual</b>	-	\$12,000	\$84,000	\$4,000	<b>\$100,000</b>
<b>Other</b>	-	-	-	-	<b>\$0</b>
<b>Total</b>	<b>\$0</b>	<b>\$12,000</b>	<b>\$84,000</b>	<b>\$4,000</b>	<b>\$100,000</b>

**c. Ability to Leverage (5 points)**

A combination of in house time along with federal, state, and local funding and incentive opportunities encompass our leveraged resources.

<b>Source</b>	<b>Purpose/Role</b>	<b>Amount (\$)</b>	<b>Status</b>
In-Kind Services	We intend to utilize in-kind services for the management of the grant including budget reconciliation, technical consultant oversight, brownfield inventory maintenance, non-contractual community outreach activities, cleanup and redevelopment planning management and measuring of outputs and outcomes.	Project Dependent	Secured
City Budget – Designated for Comprehensive Planning Activities	Cost for the Historic Bottoms Planning Study that outlines the framework for the goals of the assessment grant and future revitalization of the target area.	\$134,800	Secured
City of Murfreesboro Stormwater Utility Fee and Loan Proceeds	Acquisition of three parcels and the cost for daylighting the first section of Town Creek. This project will allow for improvement of stormwater infrastructure that will not only support the future daylighting of the creek but will also improve infrastructure for future development as a result of the assessment grant.	\$735,000 – acquisition & \$128,550 - first phase of daylighting creek	Secured
Orphan UST Program	Funding to assist in the assessment and removal of orphan USTs sites. This fund is a potential source for the property at 205	Project Dependent	Potential

	Broad as well as any additional sites where orphan USTs are identified.		
Jobs Tax Credit	This Tennessee tax incentive, offered through the Tennessee Department of Economic and Community Development, provides qualified new or expanding businesses in Tennessee a \$2,000 credit if the business creates a minimum of 25 new full-time jobs in a year and makes a capital investment of at least \$500,000.	Project Dependent	Potential
TDEC – Voluntary Cleanup Oversight and Assistance Program (VOAP)	Tennessee’s Voluntary Oversight and Assistance Program was established in 1994 with the goal of encouraging prospective purchasers to redevelop Brownfield properties by limiting the liability for new owners and providing oversight in the investigation and clean-up process.	\$11,250 per site (Up to 150 hours of oversight, valued at an average of \$75/hr) minus applicable fees	Potential

### **3. Community Engagement and Partnerships (35 points)**

#### **a. Engaging the Community (15 points)**

##### **i. Community Involvement Plan (10 points)**

As part of the Historic Bottoms Planning Study extensive community involvement was generated, which included a Kick-off meeting, walking tours, 43 stakeholder interviews, visioning workshops, and two public open houses with attendance ranging from 50-78 people. We also utilized our Facebook page which allowed for the logging and incorporation of input of 63 comments. As such, we have an established process for reaching the community and anticipate that those who expressed interest in the Planning Study will bring their same support and input to the Assessment grant. Stakeholders included everyone from business owners, developers, and residents including those living in the nearby low-income neighborhood. We can use our existing database of stakeholders from the Planning Study for direct contact to the community that will be affected by the grant, as we can mail and email notices to them directly. We will also utilize our established bi-monthly City Council Meetings to assist in advertising involvement opportunities, providing information on forums to provide input and overall updates of success under the grant. In addition to routine City Council meetings, a “kickoff” announcement meeting will be held prior to use of funds. This will be followed by quarterly public meetings to update the public on outputs and outcomes of the grant. All meetings will be public and located within the Historic Bottoms to ensure ease of access by stakeholders. Communication will be conducted in a variety of ways, as outlined below. Postings will list contact information and information on our Facebook page for anyone wishing to voice concerns who are unable to attend public meeting dates. Comment cards will be provided at the meetings so that affected parties’ input can be captured and documented. All input received via the methods described above and in the following section will be incorporated by our staff into the decisions that are made surrounding the grant and priority assessment sites. We have established a precedence for involvement of the community in the revitalization of the Historic Bottoms projects and will continue to do so to ensure target area residents and stakeholders are engaged.

##### **ii. Communicating Progress (5 points)**

Communication will be conducted in a variety of ways including progress updates at community meetings, press releases with the *Daily New Journal* (online and in print), announcements on local news stations, and postings on the City’s website and other local organization websites as well as our Facebook page, which has over 7,000 followers. We will utilize project profile posters in businesses, and updates at quarterly Brownfield meetings and City Council meetings. Success story profiles will be created to highlight the efforts and projects jump started by the grant. These meetings will also provide a platform for public comment to identify potential additional brownfield sites, reprioritize known brownfield sites based on public concern,



and voice potential concerns with the process of administering the grant. Public meetings will also be utilized to present potential redevelopment opportunities to interested developers by showcasing available brownfield sites and providing developers technical assistance in obtaining additional financial incentives as needed. Meetings will be arranged at varying times to encourage involvement from a diverse group of residents. Meetings concerning the grant will be held in public facilities within an ascertainable distance of all stakeholders. As described previously, comment cards will be provided at the meetings. Translation services will be completed for grant news and resources, if and as needed. These communication plans were successful under the Planning Study and will be effective for the Assessment Grant.

**b. Partnerships with Government Agencies (9 points)**

**i. Local/State/Tribal Environmental Authority (5 points)**

We have developed partnerships with state and local agencies to increase the success of an EPA Assessment grant. Our staff has established a healthy relationship with the Tennessee Department of Environment and Conservation (TDEC) to ensure appropriate assessment and cleanup and development of brownfield sites, through the start of this project. This partnership with TDEC district and headquarters staff is important for acquisition of technical support, resolution of regulatory or procedural issues, and interpretation of rules and guidance documents. Our staff along with technical consultants will work with TDEC's Voluntary Cleanup Oversight and Assistance Program (VOAP). Participants in the VOAP receive a No Further Action (NFA) letter and release of liability under any statute administered by TDEC for investigation, remediation, monitoring, and/or maintenance of contamination identified and addressed in a voluntary agreement or consent order. With certain conditions and limitations, liability protection may extend to successors in interest or in title to the participant, contractors conducting response actions at the site, developers, future owners, tenants, and lenders, fiduciaries, or insurers. Third party contribution protection may be provided if certain notice requirements are met.

**ii. Other Governmental Partnerships (4 points)**

In order to ensure the health and well-being of the residents within our targeted areas of this grant, city staff will be in communication with the Tennessee Department of Health and the Rutherford County Health Department to ensure that any areas assessed and identified as sites that are threatening to human health are communicated and the any specific concerns they identify are addressed. In addition, city staff will work with the Tennessee Department of Economic and Community Development (TNECD) and the Tennessee Department of Labor and Workforce Development (TDLWD) to expand our reach for future private investment and to provide resources towards workforce development and job creation. TNECD will take a leadership role in attracting new corporate investment or the expansion and growth of existing businesses. They will be instrumental in connecting appropriate businesses with assessed brownfield sites. The City also has our own governmental resources and will utilize our Urban Environmental Department who is involved in all aspects of managing the City's urban forest resources. As the daylighting of Town Creek is conducted, they will be integral in assisting to determine the best natural species to plan surrounding the creek, to return it to its natural state.

**c. Partnerships with Community Organizations (9 points)**

**i. Community Organization Description & Role (5 points)**

A table with names and contact information for organizations providing their commitment to continuing progress under our brownfield program is provided below. Organizations involved in specific future ESAs and/or Cleanup and Redevelopment Planning projects will be added to the list as sites are selected.

Organization	Role & Commitments
Bradley Museum and Cultural Center	Located in the Historic Bottoms, Bradley Academy Museum and Cultural Center plays an important role in the City's African American history. In 1884, Bradley Academy became the first institution in the county to offer formal education instructions for African American students. Today, Bradley Academy Museum and Cultural Center houses an original classroom, civil war exhibit, and early settlers for the City of Murfreesboro and the County of Rutherford exhibit. The museum has been identified as an

	asset to the Historic Bottoms not only from a recreational standpoint but they're able to provide a great deal of resources to help us preserve the history of the Bottoms. They're able to commit public meeting space, post flyers and provide handouts to visitors and attend community involvement and redevelopment planning meetings. Their history and location in the community will provide a connection to many of the former residents of the Historic Bottoms and the residents within our target area census tract.
Homeless Alliance of Rutherford County	HARC is made up of several partnership agencies who also address health and other social needs, thus connecting us to multiple community based organizations through a single avenue. HARC works with any organization or individual who wants to assist in the goal of ending homelessness in Murfreesboro and Rutherford County. HARC has commissioned a space study with Middle Tennessee State University (MTSU) to assist in determining a viable location for the future homeless services campus, and can also act as a connector to the university. Their involvement in the grant during and after assessment activities will be integral in ensuring the campus comes to fruition. They have committed their partnership in this endeavor and can also assist in reaching the affected community.
Rutherford Chamber of Commerce	The Chamber of Commerce has many connections to our existing and expanding business community. These connections can be beneficial for securing stakeholder involvement in the grant as well as advertising assessed site to potential developers. The chamber has a Small Business Development Center located at MTSU that provides free consulting, practical seminars and business information for growing small businesses in the Middle Tennessee area. The Chamber can easily disseminate information on the grant, availability of funds and community engagement opportunities to our growing entrepreneurial community. They also have an economic development arm that focuses solely on attraction of all types of businesses from retailers to big industry. They can provide a connection to market properties that are either assessed, will be assessed or redeveloped under the grant. Lastly, the Chamber has a workforce development that will be vital as new opportunities arise as a result of the grant to develop training programs or connect residents to existing training.

**ii. Letters of Commitment (4 points)**

Letters of commitment for the above referenced organizations are provided attached.

**d. Partnerships with Workforce Development Programs (2 points)**

While we do not currently provide any type of job training, the Rutherford Chamber of Commerce Economic Development and Workforce Development arm oversees programs and services that help businesses start, grow, and locate in Rutherford County. Their workforce development programs focus on advanced manufacturing, construction, health care, information technology and supply chain management. They work with employers and educators to assist in matching the current and future workforce to programs that will set them up for long term success and assist in putting our residents back to work. Additionally, MTSU offers Adult Degree programs that can further assist in expanding our residents' educational base and may be beneficial as future opportunities under the grant and as a result of the grant are realized. We will provide interested residents with the information needed to pursue these programs that relate best to the brownfield redevelopments that will be taking place. There are no Region 4 EPA Job Training programs, within a reasonable distance to the City; should one become available, we will notify residents and coordinate with the grantee to hire graduates of their program.

**4. Project Benefits (25 points)**

**a. Welfare, Environmental, and Public Health Benefits (13 points)**

As we are able to conduct assessments for the future homeless services campus and future development of the campus occurs, conditions for the homeless will improve and access to better resources will help reduce the amount of people living on the streets. These members of the

community will have better access to the services needed to begin to enter them back into the workforce and obtain temporary and even permanent housing solutions. Since incorporating affordable housing into our future developments in the Historic Bottoms is a priority, those that are temporarily homeless will be afforded new housing options.

As new employment opportunities stem from redevelopment, we, along with our partners at MTSU, HARC and the Chamber Workforce Development Program will work on connecting Historic Bottoms residents with these meaningful employment opportunities. Long-term commitment to this will foster higher incomes and allow better access to health insurance and reduce the amount of uninsured in the community. Additionally, the environmental assessments will provide us with the information needed to improve the greenway trails while daylighting town creek, creating more of a visitor draw from the center of downtown to the Historic Bottoms. We anticipate that additional goals of the Planning Study will begin to spin-off from development as a result of assessments, such as a pedestrian bridge across Broad Street and development of a transit center in the Bottoms. In the long term this will help to better connect residents to services in our downtown.

Environmental improvements will also be seen as a result of the assessment and future cleanup of the brownfield properties. Sitting of industry such as that seen along Hickerson Avenue and likely leaking USTs such as 205 Broad Street former gasoline station, will be assessed to determine if environmental concerns exist. The daylighting will greatly improve the attractiveness of development in this corridor, with the creek as an amenity. Following the near-term project, encouraging new development and assessing priority sites here will result in the cleanup and removal of contaminant such as VOCs, PAHs, heavy metals etc. that may be contributing to the impaired creeks running through our watershed. Furthermore as the neighboring Salvation Army parcel is assessed and reutilized, it will assist in alleviating surficial contamination that is likely contributing to contaminated runoff. The overall project within the Historic Bottoms will promote a more walkable and pedestrian friendly environment. As a result it is anticipated that local traffic will decline, particularly along Broad Street, as residents will no longer require a vehicle to travel into the downtown.

As the environmental cleanup takes place, long term health benefits will be seen. Exposure to the contaminants identified above will be reduced, which have been directly linked to preterm births, infant and child mortality. Additionally, as the area becomes more walkable through future development and dependence on vehicles declines on a local level, this will result in lower particulate matter and long term improvements to in childhood asthma triggers and lung and bronchus cancer risk. Overall the welfare, environmental and health benefits that will be seen as a result of the development initiated by the assessment grant will greatly improve the quality of life in the target area.

**b. Economic and Community Benefits (12 points)**

Daylighting of Town Creek as a result of the assessment grant will give the Historic Bottoms the kick-start needed to bring growth into this area of the City. It will attract new development and as redevelopment occurs, local property and sales tax revenues will increase. This will assist in maintaining our future budgets to accommodate the amount of growth we have encountered over the last decade. Poverty and unemployment rates within the Bottoms will decline as jobs are created close to residents' homes and residents have access to these opportunities. As previously stated it is estimated that within the Historic Bottoms there is an opportunity to develop 200,000 square feet of office space, 625 new rental housing units and 310,000 square feet of new retail. Approximately 15% of this development could occur in the Hickerson Corridor, retail and office uses can generate on average approximately 1 job per 305 square feet (US Dept. of Energy and US Green Building Council), which would result in a total of approximately 250 jobs within the Hickerson Corridor, alone. As a result the low incomes will begin to rise to help this formerly isolated area of the City begin to stabilize. Crime rates will likely begin to decrease as blight and underutilized properties are eliminated. As the homeless services campus is developed crime related to homelessness will also be improved. This will result in a savings to our local police department, estimated at approximately \$200,000 based on the number and types of crimes

occurring in the Historic Bottoms based on data generated by the Research and Development Corporation to address public sector challenges.

Daylighting the creek will also result in improved stormwater infrastructure in the Historic Bottoms. Improved infrastructure assists in attracting new business and development. Furthermore daylighting will result in new greenway trails that will connect vital assets within the target area, adding an estimated quarter mile of greenspace to the City. All of the benefits described within this section work to meet the previously outlined goals of (1) expanding downtown across Broad Street as a result of the increased walkability (2) daylighting of Town Creek and re-introducing it into development (3) creating a mixture of uses and (4) collaborating with the Homeless Alliance of Rutherford County (HARC) to work through the strengths and weaknesses of our homeless services.

**5. Programmatic Capability and Past Performance (40 points)**

**a. Audit Findings (2 points)**

We have not had any adverse audit findings or any problems with the administration of our grants.

**b. Programmatic Capability (23 points)**

Ms. Jennifer Moody, Assistant City Manager will serve as the Project Director managing usage and execution of grant funds. Ms. Moody has been with the City of Murfreesboro since 2015 and has almost 10 years' experience with local units of government, particularly in managing financial operations and procedures, economic development policies and programs, and administering communications and outreach to stakeholders in the community. She has a Master's in Public Administration with a focus on public finance, economic development and public policy and a Bachelor's degree in International Affairs. Ms. Moody will be assisted by Mr. Rob Lyons, Murfreesboro City Manager as needed to ensure that necessary staff are available to meet the needs and execute a successful Assessment Grant. Mr. Lyons has been with the City since 1997 with over twenty years of city management experience. He has a Master's in Public Administration and a Bachelor's in Criminal Justice. Both Ms. Moody and Mr. Lyons were instrumental in the Historic Bottom's Planning Study and the management of several grants with the City including those listed below. They will use this experience to continue community involvement and implementation of this study through the assessment grant. Together they provide centralized direction and leadership for our administration and serve as the focal point for the management of the City staff departments. As such, this provides them easy access to other departments that may be utilized throughout the grant management. They have experience with and regularly prepare and submit balanced budgets for municipal services in adherence with the policy goals and objectives established by the City Council, while employing such managerial techniques as needed to assure efficient and effective utilization of the City's resources. In addition, they are responsible for preparing the annual budget, hiring personnel, directing day-to-day operations, attending council meetings, recommending policies or programs to the City Council and keeping the council fully advised on financial and other conditions of the city.

We will also work with a qualified Environmental Consultant to assist with the tasks described in Section 2. The contractor procurement process will begin immediately following work plan and cooperative agreement approval with the EPA. The desired consultant will be experienced in Brownfield programs including the following services: completing Community Involvement Plans, Cleanup Planning and Analysis of Brownfield Cleanup Alternatives (ABCAs), and working with state regulators regarding solid waste and brownfield assessment redevelopment planning and remediation. We will secure these services in accordance with the EPA's selection protocol and the City's purchasing policies and process further described in section 2.a.ii. Furthermore, our established relationship with TDEC and through working with our project office at the EPA will ensure technical assistance is available if needed. The combination of technical experience, budget management experience and community involvement will ensure successful expenditure of funds and completion of all technical, administrative and financial requirements of the project and grant.

**c. Environmental Results: Anticipated Outputs/Outcomes (5 points)**

Per the requirements of the EPA Assessment Grant, we anticipate the submission of quarterly reports to the EPA Project Officer. These reports will cover work progress and current status, as

well as any difficulties that were encountered, a record of financial expenditures, data results and anticipated further action. We will complete Project Profile forms for each assessment site noting specific accomplishments, contaminants found, which materials were impacted, if clean-up activities are required and the progress of said activities, and other resources that have been leveraged to complete the redevelopment of the site. At the end of the three-year grant period, a similar final report will be produced. As required, these projects will be submitted through the EPA's ACRES reporting system. The reports and the Project Profile forms will be a tool for both the EPA and the City to track and measure the grant's progress in achieving the outputs noted in section 2.b.i and outcomes such as total project investment, job creation, and unemployment and poverty rate changes and to quantify redevelopment results. The ACRES database will also be utilized to track job creation and acres of land assessed as part of this grant.

**d. Past Performance and Accomplishments (10 points)**

**i. Has Not Received an EPA Brownfields Grant, has Received other Funding**

**1. Purpose and Accomplishments (5 points)**

We have a number of grants that have been successfully leveraged and managed. The table below provides several examples.

<b>Awarding Agency &amp; Funding Amount:</b>	<b>Descriptions:</b>
HUD (CDBG) FY 2015-17 \$2,217,239	Grant funds were utilized to rehab 32 owner-occupied households, provide 36 first-time homebuyer loans, acquire 4 lots for Habitat for Humanity builds, and provide public service grants to 42 sub-recipients. This work has assisted in extending affordable housing opportunities to our residents in need.
HUD through Tennessee Housing Development Agency (THDA) Emergency Solutions Grant FY 2015-17 \$572,343	Administered sub-awards to 20 sub-recipients. Funds were used to assist with shelter operations, rapid re-housing and operating expenses for the Murfreesboro/Rutherford County Continuum of Care's (TN-510) Homeless Management Information System (HMIS)
Federal Funding Consisting of Hospital Preparedness Program (HPP), Congestion Mitigation and Air Quality (CMAQ), Surface Transportation Program (STP) \$12,583,597	Funds were utilized to complete Preliminary & Final Design, Right of Way, and the Construction of Middle Tennessee Boulevard from Main to Greenland. The Tennessee Department of Transportation (TDOT) oversaw grant funds and we successfully met all reporting requirements and audit reviews.
TDOT 2016-2017 \$525,000	State Match for 5307 Funding for Rover Public Transportation Operating Costs; thus securing access to public transportation for our residents.
Federal Transit Administration 2016-2017 \$100,000	Provided funding to maintain a fleet of vehicles to service Public Transportation needs of our community.

**2. Compliance with Grant Requirements (5 points)**

As shown through our record of no audit findings, benchmark compliance goals on each grant have been met. Required reporting was conducted on time and serves as an integral part of maintaining the grants' timely implementation. As a result of successful grant management, the City will continue to pursue all opportunities that support the community. Additionally, the successful awarding of the EPA Assessment Grant will serve as a catalyst for more equitable housing development in conjunction with current HUD and THDA initiatives. Overall, grant workplans, schedules and terms and conditions have been applied in accordance with awarding party requirements.

## Application for Federal Assistance SF-424

\* 1. Type of Submission:

- ☐ Preapplication  
☒ Application  
☐ Changed/Corrected Application

\* 2. Type of Application:

- ☒ New  
☐ Continuation  
☐ Revision

\* If Revision, select appropriate letter(s):

\* Other (Specify):

\* 3. Date Received:

11/16/2017

4. Applicant Identifier:

5a. Federal Entity Identifier:

5b. Federal Award Identifier:

### State Use Only:

6. Date Received by State:

7. State Application Identifier:

Tennessee

### 8. APPLICANT INFORMATION:

\* a. Legal Name:

City of Murfreesboro, Tennessee

\* b. Employer/Taxpayer Identification Number (EIN/TIN):

62-6000374

\* c. Organizational DUNS:

0895538610000

### d. Address:

\* Street1:

111 W. Vine Street

Street2:

\* City:

Murfreesboro

County/Parish:

Rutherford

\* State:

TN: Tennessee

Province:

\* Country:

USA: UNITED STATES

\* Zip / Postal Code:

37133-1139

### e. Organizational Unit:

Department Name:

City Manager's Office

Division Name:

### f. Name and contact information of person to be contacted on matters involving this application:

Prefix:

\* First Name:

Jennifer

Middle Name:

\* Last Name:

Moody

Suffix:

Title: Assistant City Manager

Organizational Affiliation:

\* Telephone Number:

615-849-2629

Fax Number:

\* Email:

jmoody@murfreesborotn.gov



## Application for Federal Assistance SF-424

### \* 9. Type of Applicant 1: Select Applicant Type:

C: City or Township Government

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

\* Other (specify):

### \* 10. Name of Federal Agency:

Environmental Protection Agency

### 11. Catalog of Federal Domestic Assistance Number:

66.818

CFDA Title:

Brownfields Assessment and Cleanup Cooperative Agreements

### \* 12. Funding Opportunity Number:

EPA-OLEM-OBLR-17-07

\* Title:

FY18 GUIDELINES FOR BROWNFIELDS ASSESSMENT GRANTS

### 13. Competition Identification Number:

Title:

### 14. Areas Affected by Project (Cities, Counties, States, etc.):

Add Attachment

Delete Attachment

View Attachment

### \* 15. Descriptive Title of Applicant's Project:

City of Murfreesboro Brownfield Program

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

**Application for Federal Assistance SF-424****16. Congressional Districts Of:**\* a. Applicant \* b. Program/Project 

Attach an additional list of Program/Project Congressional Districts if needed.

Add Attachment

Delete Attachment

View Attachment

**17. Proposed Project:**\* a. Start Date: \* b. End Date: **18. Estimated Funding (\$):**

* a. Federal	<input type="text" value="300,000.00"/>
* b. Applicant	<input type="text" value="0.00"/>
* c. State	<input type="text" value="0.00"/>
* d. Local	<input type="text" value="0.00"/>
* e. Other	<input type="text" value="0.00"/>
* f. Program Income	<input type="text" value="0.00"/>
* g. TOTAL	<input type="text" value="300,000.00"/>

**\* 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**

- ☐ a. This application was made available to the State under the Executive Order 12372 Process for review on .
- ☐ b. Program is subject to E.O. 12372 but has not been selected by the State for review.
- ☒ c. Program is not covered by E.O. 12372.

**\* 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**☐ Yes ☒ No

If "Yes", provide explanation and attach

Add Attachment

Delete Attachment

View Attachment

**21. \*By signing this application, I certify (1) to the statements contained in the list of certifications\*\* and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances\*\* and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**

☒ \*\* I AGREE

\*\* The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

**Authorized Representative:**

Prefix:  \* First Name:

Middle Name:

\* Last Name:

Suffix:

\* Title: \* Telephone Number:  Fax Number: \* Email: \* Signature of Authorized Representative:  \* Date Signed: